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In the essay on "Education and Democracy," the author weaves a curious bit of philosophy around the popular notion that a "little knowledge is a dangerous thing." "However much," he writes, "modern society has to fear from malicious intention and crass ignorance, it has a far more threatening source of danger in that widely diffused half-knowledge which marks this age of expanding democracy." This is certainly reading a new meaning into an old proverb. The idea is a conventional one and uncritically accepted. Why a little knowledge is dangerous it is hard to see. The half-educated classes are notoriously conservative; the dangerous elements in society are the ignorant who follow designing demagogues blindly. The half-educated man of today is better instructed, and wiser in many ways, than the scholar of the last century. If our secondary education breeds an "unblushing," "bold," "self-confident half-knowledge," the trouble would seem to lie, not in the moiety of knowledge, but in the manner of imparting it.

The final essay, on the "Democratic Spirit," draws some analogies between the Roman Empire and the American Republic, and elaborates the idea that our "strongest social instinct—the instinct of progress" has "brought upon us the doom of onward change," and made the preservation of the democracy of our forefathers impossible. Some forces tending toward the dissolution of a democratic community are here enumerated—the spirit of war, the "chaos of individualism which manifests itself in the assertion of rights," and in the want "of a sense of social duty." Religion is mentioned as a necessary conservative force.

The four essays are discursive and suggestive, and sometimes the reader experiences a little disappointment that the form of a popular lecture does not permit a more exhaustive treatment.

JOHN CUMMINGS.

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*New York State Library Bulletin: Legislation*, No. 9; *Legislation by States in 1897*. Albany: University of the State of New York, 1898. 8vo. pp. 487-735.

THIS publication, which comes to hand regularly at the beginning of each year, impresses me as being, for the student of the social sciences, the most valuable report issued by any of our state governments. The first number appeared in 1891 and contained a sum-

mary of state legislation for 1890. Since that date one number each year has been devoted to the output of such legislation during the previous year.

No. 8 in the series of bulletins is an extra, and contains a tabulation and comparison of the income and expenditures of the states for the years 1890 and 1895. Though somewhat out of place in the series, it appears to be an accurate and valuable piece of work, not to be neglected by students of state finance. It is compiled by E. Dana Durand, author of the recently published work, *Finances of New York City*.

The other numbers in the series are practically uniform in form and contents, a slight variation in the number and arrangement of divisions and headings being the only changes noticeable in passing from the earlier to the later numbers. Nos. 1-5 form the first volume of the series; Nos. 6-10 will presumably form the second volume. The bulletin is compiled by the Legislative Librarian of the New York State Library; Nos. 1-3, by W. B. Shaw; No. 4, by J. L. Harrison; Nos. 5-9, by E. Dana Durand; while No. 10 is to be compiled by G. F. Bowerman.

The object of the bulletin, as stated in the preface, is to provide the legislators of New York and of other states with a convenient summary of the legislative work of the states during the previous year, and to promote thereby uniformity and a higher standard in the quality of state legislation. An examination of Bulletin No. 9, with which this review is especially concerned, will, I think, show that the publication is well adapted to the end in view.

Legislation of purely local interest is disregarded. Only the new matter contained in amendments is made use of. The body of the work is made up of brief summaries of new legislative provisions enacted by the states during the year. These summaries are followed in every case by a concise but accurate reference to the session laws of the state or states which have made a new provision upon the point dealt with by the summary. These summaries are classified into twenty main divisions, eighty-eight subdivisions of the second order, and as many subdivisions of the third order as convenience requires. The divisions of the first and second order are prefixed as a table of contents. A seventeen-page analytical index at the end of the publication enables one to find quite readily any point touched on in the summaries. Each summary is numbered and thus references from the index are as definite as could be desired.

My impression is that the summaries, in this number at least, are exceedingly well done. They are extensive enough to give a good idea, in most cases, of the tenor of the statute, thereby rendering consultation of the statute itself unnecessary. And yet they are so concise that the whole work forming an indexed digest to something like ten thousand pages of legislation is contained in 248 pages. When the summary is not sufficient, and it is necessary to refer to the text of the statute, no time need be lost in rummaging in the unfamiliar index of the session laws. This is especially advantageous in view of the fact that the indexes of the session laws of our states are in nothing so remarkable as in lack of uniformity.

The divisions and subdivisions of the publication are, no doubt, based upon weighty considerations of convenience in the division of matter and utility to those who are expected to use the index. Such divisions must of course be determined by judgment based on experience and no one could be better situated to acquire that experience than the Legislative Librarian of the New York State Library. But in the case of the analytical index, the conditions are somewhat different. The aim, it seems to me, should be to provide an index that will meet the wants not merely of a majority of the users of the index, but of practically all of them. Not the favorite phrases of the indexer but the ordinary terms of legislators and people in civil life should be kept in mind. In other words I believe that in the case of so valuable a publication and one in which so much depends upon the index, this index should be so full that it would be next to impossible for an intelligent person to miss a point which had been legislated upon by any state. Tested by this standard the index seems to me to be far above the average, but considerably less than perfect. A half-dozen pages more might be used to good advantage in bringing out points which must now be searched for under more general heads. Thus, having occasion to look for legislation as to the practice of railroads in issuing passes, I found no such heading as "passes" nor was there any under "tickets." It did not occur to me at the time to search through the general heading "passenger traffic." In the same way there is no heading "monopolies," although this word is almost as likely to be looked for as "trusts," and is in fact the leading term employed in the legislation of New York on this subject.

Indexers, I believe, are often restricted as to space. It is probable that the compiler of this index has this to plead as an excuse for

such omissions. I cannot, however, refrain from finding a little fault at the way he has used the space at his disposal. With an entry under "animals" and another under "bounties," might not the entries under names of animals have been dispensed with? And if we must have an entry under "lion," could we not have spared a cross reference under "mountain-lion"? The reference from "female" to "woman" might possibly be spared also. Barring these small sins of omission and inclusion I have found but one mistake in the index. Under the heading "Pools, trusts, etc.," I find references to trusts such as are administered by trustees, and no reference at all to the trusts which our state legislators are in such hot pursuit of.

I have taken space to mention these minor points mainly because I believe the bulletin deserves the best index possible, and because I realize that no one stands in greater need of suggestions than the indexer.

This is, so far as I know, the only American publication devoted to comparative legislation. When American students begin to turn their attention to this field of study its value will be appreciated and a complete set of the bulletins will be highly prized. The next number completes a decade. A consolidated index to the ten numbers would be most acceptable.

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C. H. HASTINGS.

*Jahrbuch für Gesetzgebung, Verwaltung und Volkswirtschaft im deutschen Reich. Generalregister. 1871-1897, von ADOLPH VON WENCKSTERN.*

THIS index, covering as it does the whole series of the *Jahrbuch* since the editorship was assumed by Schmoller, does much to atone for the entire lack of subject indexes in the annual volumes, and is on its own account a most valuable publication. In addition to the subject index the publication also contains a rather elaborate bibliographical index. This bibliographical index, in turn, contains two parts, one a full list of authors followed by abbreviated titles of their works, the other a topical arrangement of bibliographical matter. Add to this that the subject index has some headings which receive special treatment and that the various kinds of articles reviewed, notices, etc., are distinguished by abbreviations, and it may be premised that the index, however complete and useful it may be to one who has mastered it, seems very likely